



May 12, 2004

CHAIR
CHARLES V. SMITH

Supervisor First District

VICE CHAIR SUSAN WILSON

Representative of General Public

RANDAL J. BRESSETTE

Councilmember City of Laguna Hills

BILL CAMPBELL

Supervisor Third District

PETER HERZOG

Councilmember City of Lake Forest

ARLENE SCHAFER

Costa Mesa Sanitary District

JOHN B. WITHERS

Director Irvine Ranch Water District

ALTERNATE

ROBERT BOUER

Councilmember City of Laguna Woods

ALTERNATE

RHONDA MCCUNE
Representative of
General Public

ALTERNATE

JAMES W. SILVA

Supervisor Second District

ALTERNATE
CHARLEY WILSON

Director Santa Margarita Water District

BOB ALDRICH

Acting Executive Officer

TO: Local Agency Formation Commission

FROM: Acting Executive Officer

SUBJECT: LAFCO Budget for Fiscal Year 2004-2005

Background

On April 14, 2004, your Commission adopted a proposed budget for all LAFCO operations for FY 2004-2005. A copy of the April 14, 2004 staff report is attached for your review (Attachment 1). It includes a copy of the proposed operating budget, a summary of LAFCO budget expenditure categories and a detailed list of individual city and special district allocations. A final budget is required to be adopted by your Commission no later than June 15, 2004.

Agency Contributions Remain Static

The proposed budget for FY 2004-2005 is static for our funding agencies, with expenditures (less revenues) totaling \$930,920. Per Government Code Section 56381, the County, cities and special districts are required to equally divide this cost, each paying \$310,306. This amount is equivalent to funding agencies' contributions for FY 2001-2002, FY 2002-2003 and FY 2003-2004. Given the rising costs of employee health care and retirement, in addition to project increases in LAFCO's office lease and overall office expenses, FY 2004-2005 will likely be the last year that LAFCO can be fully funded without increasing contributions from our funding agencies.

Formulas for allocating costs to individual cities and special districts were adopted in 2001 by the Orange County Division League of Cities and the Independent Special Districts of Orange County, respectively. Individual city cost allocations are based on a formula using a city's population and geographic size. The special districts adopted a method in 2001 which apportions costs to individual districts based on: (a) whether the district is an enterprise or non-enterprise district; and (b) which budget "tier" the district falls into based on its total operating budget.

May 12, 2004 LAFCO Budget for FY 2004-2005 Page 2

Comments

On April 19, 2004, the proposed LAFCO budget for FY 2004-2005 was distributed to the Board of Supervisors, each city and independent special district. Only one comment letter from the County of Orange (see Attachment 2) was received by staff. The County's comment letter, in summary, is supportive of the proposed FY 2004-2005 LAFCO budget.

Conclusion

The proposed LAFCO budget for FY 2004-2005 has undergone extensive review by the County, cities and special districts. The proposed budget is consistent with the guiding principles outlined by the Executive Committee by maintaining level funding contributions for our funding agencies.

Recommendations

The Acting Executive Officer recommends that the Commission:

- 1. Adopt the Final Fiscal Year 2004-2005 Local Agency Formation Commission budget.
- 2. Direct the Acting Executive Officer to distribute the final budget to the Board of Supervisors, each city, each independent special district and the County Auditor.

Attachments:

- (1) April 14, 2004 LAFCO Budget Staff Report
- (2) April 27, 2004 Comment Letter County of Orange

Respectfully submitted,
BOB ALDRICH





April 14, 2004

CHAIR **ARLENE SCHAFER**

Director Costa Mesa Sanitary District

VICE CHAIR

CHARLES V. SMITH

Supervisor First District

RANDAL J. BRESSETTE

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Supervisor Second District

ALTERNATE

CHARLEY WILSON

Director Santa Margarita Water District

DANA M. SMITH

Executive Officer

TO: Local Agency Formation Commission

FROM: Acting Executive Officer

SUBJECT: Proposed Budget for Fiscal Year 2004-2005

Background

Government Code Section 56381(a) requires the Commission to adopt a proposed budget for all LAFCO operations by May 1st of each year. Following adoption, the proposed budget is distributed for review and comment to the Board of Supervisors, each city, the city selection committee, each independent special district and the independent special district selection committee. The final LAFCO budget is required to be adopted by the Commission no later than June 15, 2004.

For your Commission's consideration, the proposed LAFCO budget for FY 2004-2005 is presented in Exhibit A of this report. LAFCO's Executive Committee, consisting of Chair Chuck Smith, Vice Chair Susan Wilson and Past Chair Arlene Schafer, met with LAFCO staff on March 10, 2004 to discuss and review the proposed budget. At the outset of the Executive Committee's review of the proposed budget, three key guiding principles were adopted:

- No increase to funding agencies' contributions
- Maintain 10 percent emergency fund
- Maintain quality staffing to implement the Commission's adopted work plan

The proposed FY 2004-2005 LAFCO budget is consistent with the guiding principles and is recommended for Commission approval by the Executive Committee.

Increasing LAFCO Costs/Challenges for FY 2004-2005

FY 2004-2005 will be the fourth year that LAFCO has operated as a completely independent agency. Since July 2001, as required by state law, the Commission has been solely responsible for approving a budget for all LAFCO operations. Funding for LAFCOs is provided in equal proportion by cities, special districts and the County. Prior to 2001, the County provided all funding for LAFCO operations.

FY 2004-2005 brings a number of fiscal challenges to LAFCO. These challenges include increasing health care and retirement costs and the elimination of the Unincorporated Islands Program funding. The Islands funding was used in prior fiscal years to offset salary/benefits costs for two of LAFCO's Policy Analyst positions. Designed and funded as a three-year program, the Islands Program funding will be fully exhausted by the end of the FY 2003-2004 fiscal year. The key fiscal issues are addressed in detail below.

Rising Health Care/Retirement Costs

The chart below provides your Commission with a comparison of LAFCO's rising retirement and health care costs for Fiscal Years 2002-2003, 2003-2004 and 2004-2005. While LAFCO is an independent agency from the County, its employees share commensurate benefit packages offered to County employees, including participation in the Orange County Retirement System (OCERS) and health insurance benefits.

	FY 02-03	FY 03-04	FY 04-05
Retirement	\$60,090	\$70,554	\$104,292
Health Care	\$43,060	\$45,383	\$56,448

Increasing costs for employee health care and retirement are a statewide issue, with California's medical premium increases significantly outpacing those of the country as a whole. Recent rate increases in California are attributed to a number of factors, including changes to managed-care plans in California allowing consumer access to more doctors and hospitals and rising hospital expenses to meet new nursing staffing requirements and seismic retrofit requirements. In addition, fewer insurers are now operating in California, giving them more control of premium rates. Rising retirement costs are largely attributable to the overall decline in the stock market during the last few years which has adversely affected OCERS reserves. County projections indicate a continued rise in retirement costs for FY 2005-2006.

Unincorporated Islands Program

The Unincorporated Islands Program will expire in July 2004. The Islands Program is a collaborative program of the County, League of Cities and LAFCO to annex 50 small, unincorporated islands in Orange County within three years. Since the program's inception, 21 small islands have been successfully annexed.

In June 2000, your Commission adopted a three-year work program and resource plan to fund the Islands Program. The total cost of the work program was \$297,000 plus two full time staff positions. The County agreed to fully fund the first two years of the Islands Program and provide two full time staff positions for two years. Current costs for the third and final year of the program are fully funded through the LAFCO budget.

In April 2003, both of LAFCO's limited term Policy Analyst positions were due to expire. Policy Analyst Jay Wong departed LAFCO and returned to a position within the County's CEO department. On the recommendation of LAFCO's personnel committee, the Commission converted the other position from a limited-term to a permanent position, allowing Policy Analyst Kim Koeppen to remain with LAFCO. Funding for this position in FY 2003-2004 is funded at 50% from the Unincorporated Islands budget and 50% from the regular LAFCO budget. In FY 2004-2005, this position is fully funded through the regular LAFCO budget.

Budget Overview - Proposed LAFCO 2004-2005 Budget

Despite the increased costs outlined above, the proposed FY 2004-2005 LAFCO budget is static for our funding agencies, with expenditures (less revenues) totaling \$930,920. The County, cities and special districts will equally divide this cost, each paying \$310,306. This is equivalent to the funding agencies' contributions to LAFCO for FY 2001-2002, FY 2002-2003, and FY 2003-2004. It is also consistent with the Executive Committee's direction to staff to not increase funding agency contributions for FY 2004-2005 above current year levels. Given the rising costs of employee health care and retirement, in addition to expected cost increases in LAFCO's office lease and overall office expenses, FY 2004-2005 will likely be the last year that LAFCO can be fully funded without increasing contributions from our funding agencies.

City and Special District Contributions

Individual city and special district contributions for the proposed FY 2004-2005 budget have been calculated by staff using the cost allocation formulas

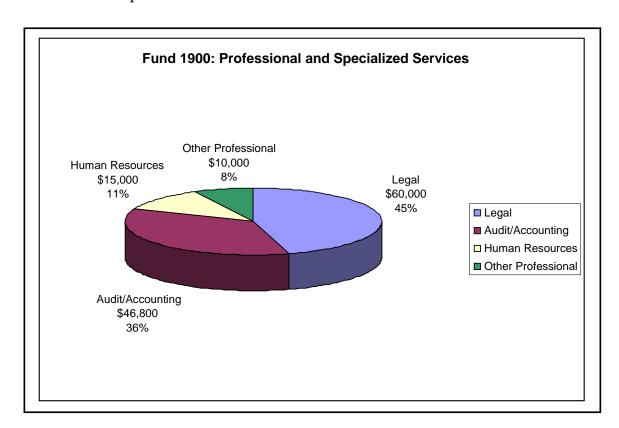
previously adopted by the Independent Special Districts of Orange County and the Orange County League of Cities. City and special district contribution summaries are included as Exhibits C and D, respectively.

Trust Fund Revenues

Staff was able to develop a budget which remains static for our funding agencies for the fourth consecutive fiscal year despite increasing costs for retirement and health care and the loss of Islands funding. This is possible due to higher than expected revenues from FY 2003-2004, specifically moneys from the El Toro and Talega trust accounts. The trust accounts were set up by the project proponent to reimburse LAFCO staff for extraordinary staff time and costs in processing both of these complex annexations. Both projects were closed out during FY 2003-2004.

Professional and Specialized Services Costs

The "Professional and Specialized Services" category is the largest fund in the services and supply account totaling \$131,800. It includes bookkeeping and accounting/auditing services and contracted services for legal counsel, human resources, and other professional services. The percentage and distribution of these costs are depicted on the chart below:



April 14, 2004 Proposed FY 2004-2005 LAFCO Budget Page 5

For reference, a summary listing of all LAFCO expenditure categories is included as Exhibit B.

Conclusion

The proposed LAFCO budget for FY 2004-2005 is consistent with the guiding principles outlined by the Executive Committee. The proposed budget is static in its funding demands by maintaining level funding contributions for our funding agencies. Finally, it provides sufficient funding to carry out your Commission's adopted work plan for the next fiscal year.

Recommendation

The Acting Executive Officer recommends that the Commission:

1. Adopt the Proposed FY 2004-2005 Local Agency Formation budget, and direct the Acting Executive Officer to distribute the proposed budget for review and comment to the Board of Supervisors, each city, the city selection committee, each independent special district and the independent special district selection committee.

Respectfully submitted,
BOB ALDRICH

Exhibits:

- A Proposed FY 2004-2005 LAFCO Budget
- B LAFCO Expenditure Categories
- C Projected City Contributions
- D Projected Special District Contributions

Local Agency Formation Commission Proposed Budget Fiscal Year 2004/2005

		FY 03/04	FY 03/04	FY 04/05	
	FY 02/03	Approved	Projected	Proposed	
	Actual	Budget	Actual	Budget	
Revenues:					
Prior year's unspent budget	\$ -	35,395	45,204	173,890	
Prior year's project revenues		87,000	112,222	, -	Funding agencies'
7590 LAFCO Apportionment	930,920	930,920	930,920	930,920	contributions held constant for 4th
7580 Application Fees	68,488	20,000	143,367_	20,000	consecutive year
6610 Interest	17,875	20,000	22,445	20,000	
					Includes revenues
Total Revenues	1,017,283	1,093,315	1,254,158	1,144,810	from MCAS El Toro
Expenditures:	1,017,203	1,073,313	1,234,130	1,144,010	Includes 7% increase
Salaries	494,189	524,031	516,764	572,925	for budgeting purposes + 1/2 analyst salary
	,				previously funded by
Retirement Benefits	60,090	60,682	70,554	104,292	Islands Program
0301 Unemployment Ins	679	754	775	859	32% increase over FY 03/04
0305 Salary Continuance	2,599	2,966	3,013	3,048	20% increase over
0306 Health Insurance	37,168	43,060	45,383	56,448	FY 03/04
0308 Dental Insurance	5,143	5,945	5,547	5,488	
0309 Life Insurance	1,051	1,358	1,092	1,240	
0310 Acc Death Ins	205	200	220	155	
0319 Other Insurance	692	580	789	624	Benefits tied to County
0352 Worker's Comp	2,216	3,296	3,528	4,240	administrative management positions
2405 Optional Benefit Plan 0401 Medicare	14,780	13,500	13,500	18,500	
	5,976	7,290	6,744	8,278	
Benefits and Insurance	70,509	78,949	80,591	98,880	
0700 Information Technology	1,844	2,400	10,163	8,000	New LAFCO
0701 Telephone	15,042	16,000	12,652	14,000	office lease
1000 Cleaning and maintenance	9,767	8,000	8,337	-	includes
1100 Insurance	29,104	41,143	41,143	40,533	cleaning and maintenance
1300 Maint-Equipment	-	-	127	70	costs
1400 Maint-Building	4,763	1,800	6,933	3,000	
1402 Minor Alterations	509	-		-	
1600 Membership	2,070	2,070	7,100	7,500	
1700 Miscellaneous Expenses	9,234	100.000		- 40.510	
1701 Municipal Service Reviews	-	100,000	57,490	42,510	
1800 Office Expense	35,652	25,000	25,885	26,500	
1900 Professional Services:	160,927	65,000	52.727	60,000	¢40K Appounting
Legal		65,000	53,737	60,000	\$40K Accounting \$6.8K Annual
Audit/Accounting		41,200	37,249	46,800	Audit Includes
Human Resources		5,000	16,984	15,000	Commission-
Other professional		25,000	62,536	10,000	approved contract for EO recruitment

Local Agency Formation Commission Proposed Budget Fiscal Year 2004/2005

		FY 03/04	FY 03/04	FY 04/05	
	FY 02/03	Approved	Projected	Proposed	
	Actual	Budget	Actual	Budget	
Mapping	-	-	-	10,000	for EO recruitment
1912 Investment Admin Fees	1,208	1,240	1,245	1,260	New office lease
2000 Public Noticing	3,422	18,000	5,032	6,000	includes cleaning, maintenance and
2100 Rents & Leases	5,086	6,800	4,392	27,600	utilility costs
2400 Special Dept Exp	18,742	35,000	19,855	25,000	Commissioner stipends = \$20,000
2600 Transportation	11,459	11,000	12,357	12,940	Training = \$5,000
2700 Travel - Meetings:	28,314	15,000			
Travel			8,204	4,000	
Meeting expenses			10,449	8,000	Office lease
2800 Utilities	10,148	10,000	10,488		includes
Subtotal Services & Supplies	347,291	429,653	412,359	368,713	
Total Expenditures	972,079	1,093,315	1,080,269	1,144,810	5% overall increase
Revenues over expenditures	\$ 45,204		173,890	(0)	

LAFCO Budget Expenditure Categories

The following summarizes the expenditure categories used in the proposed FY 2004-2005 LAFCO Budget:

Salaries, Retirement and Employee Benefits

These accounts are used to pay for LAFCO employee salaries and benefits, including retirement, unemployment insurance, health and dental insurance, workers compensation and Medicare. This category includes regular and extra help employees.

Communications (0700)

This account is used to pay for the costs associated with the telephone, fax, modem lines and Internet access.

Insurance (1100)

This account is used to pay for required commercial crime and liability insurance coverage for staff and Commissioners.

Maintenance/Equipment (1300)

These costs include the maintenance of the office computers, typewriters, and the assigned cost of GSA communication personnel at LAFCO hearings.

Memberships (1600)

This account is used to pay for Orange County LAFCO's membership in CALAFCO and other organizations.

Municipal Service Reviews (1701)

This category includes both direct costs and consultant assistance necessary to conduct municipal service reviews.

Office Expense (1800)

This category provides for the purchase of computer and office supplies/equipment and software for on-going office automation requirements.

Professional/Specialized Services (1900)

This category covers the costs for LAFCO legal counsel through the law offices of Best, Best & Krieger (BB&K), human resources administration through Alcock & McFadden, Inc., and bookkeeping and accounting services through Conrad Business Services, Inc. This account also pays for a certified public accounting firm to conduct mandated annual audits of LAFCO's financial statements project and miscellaneous Commission support services including map review and preparation through the County Surveyor.

Publications/Legal (2000)

This category covers the cost of legal noticing.

Rents/Leases Equipment (2100)

This account reflects costs associated with rental and maintenance of office equipment such as the copier and postage meter.

Special Department Expense (2400)

This budget category is use to pay for Commissioner stipends, staff training, and upgrades to our mapping data base.

Transportation & Travel - General (2600)

This account is used to provide funding for the costs associated with Commissioner parking (i.e., parking debit cards), mileage reimbursement for Commissioners and staff, and the Executive Officer's automobile allowance.

Transportation & Travel - Meetings (2700)

This category represents costs associated with Commissioners and staff attending CALAFCO workshops and conferences.

DRAFT LAFCO BUDGET

(FY 2004-2005) Independent Special District Allocations

District	Category	Percent	2002-03	2003-04	2004-05	
			LAFCO Cost	LAFCO Cost	LAFCO Cost	
Surfside Colony Stormwater	N-E 1		\$250	\$250	\$250	
Surfside Colony CSD	N-E 1		\$250	\$250	\$250	
Capistrano Bay CSD	N-E 2		\$500	\$500	\$500	
Rossmoor CSD	N-E 2		\$500	\$500	\$500	
Silverado-Modjeska Rec. & Park	N-E 2		\$500	\$500	\$500	
Rossmoor/Los Alamitos Sewer	N-E 2		\$500	\$500	\$500	
Three Arch Bay CSD	N-E 3		\$1,000	\$1,000	\$1,000	
Placentia Library	N-E 3		\$1,000	\$1,000	\$1,000	
Buena Park Library	N-E 4		\$2,000	\$2,000	\$2,000	
Emerald Bay CSD	А	1.7	\$5,164.70	\$5,164.70	\$5,164.70	
Santiago County Water	Α	1.7	\$5,164.70	\$5,164.70	\$5,164.70	
Sunset Beach Sanitary	Α	1.7	\$5,164.70	\$5,164.70	\$5,164.70	
East Orange County Water	В	3.7	\$11,240.82	\$11,240.82	\$11,240.82	
Costa Mesa Sanitary	В	3.7	\$11,240.82	\$11,240.82	\$11,240.82	
Midway City Sanitary	В	3.7	\$11,240.82	\$11,240.82	\$11,240.82	
Serrano Water	В	3.7	\$11,240.82	\$11,240.82	\$11,240.82	
Trabuco Canyon Water & Sewer	В	3.7	\$11,240.82	\$11,240.82	\$11,240.82	
South Coast Water & Sewer	С	5.6	\$17,013.14	\$17,013.14	\$17,013.14	
Yorba Linda Water & Sewer	С	5.6	\$17,013.14	\$17,013.14	\$17,013.14	
El Toro Water & Sewer	D	7.6	\$23,089.26	\$23,089.26	\$23,089.26	
Mesa Consolidated Water	D	7.6	\$23,089.26	\$23,089.26	\$23,089.26	
Irvine Ranch Water & Sewer	E	10	\$30,380.60	\$30,380.60	\$30,380.60	
Moulton Niguel Water & Sewer	Е	10	\$30,380.60	\$30,380.60	\$30,380.60	
MWDOC Water	Е	10	\$30,380.60	\$30,380.60	\$30,380.60	
OCWD Water	Е	10	\$30,380.60	\$30,380.60	\$30,380.60	
Santa Margarita Water & Sewer	Е	10	\$30,380.60	\$30,380.60	\$30,380.60	
Total			\$310,306.00	310,306.00	310,306.00	

DRAFT LAFCO BUDGET (FY 2004-2005) City Cost Allocations

	Jan. 1, 2003	Area	2/3rd Allocation		1/3rd Allocation	Combined	
City	Population ¹	Sq. Miles ²	Based on Population	%	Based on Sq. Miles	%	City Allocation
Aliso Viejo	43,879	7.2	\$ 3,179.61	1.53%	\$ 1,488.30	1.45%	\$ 4,667.91
Anaheim	337,440	49.7	\$ 24,451.98	11.76%	\$ 10,273.38	10.03%	\$ 34,725.36
Brea	37,962	10.9	\$ 2,750.85	1.32%	\$ 2,253.12	2.20%	\$ 5,003.96
Buena Park	80,617	10.1	\$ 5,841.77	2.81%	\$ 2,087.75	2.04%	\$ 7,929.51
Costa Mesa	111,512	15.6	\$ 8,080.52	3.89%	\$ 3,224.64	3.15%	\$ 11,305.16
Cypress	47,644	6.9	\$ 3,452.44	1.66%	\$ 1,426.28	1.39%	\$ 4,878.72
Dana Point	36,247	6.4	\$ 2,626.57	1.26%	\$ 1,322.93	1.29%	\$ 3,949.50
Fountain Valley	56,268	9.6	\$ 4,077.36	1.96%	\$ 1,984.39	1.94%	\$ 6,061.75
Fullerton	131,574	22.5	\$ 9,534.27	4.59%	\$ 4,650.93	4.54%	\$ 14,185.20
Garden Grove	169,911	17.9	\$ 12,312.29	5.92%	\$ 3,700.07	3.61%	\$ 16,012.36
Huntington Beach	196,954	27.3	\$ 14,271.92	6.86%	\$ 5,643.12	5.51%	\$ 19,915.04
Irvine	164,923	47.6	\$ 11,950.85	5.75%	\$ 9,839.29	9.61%	\$ 21,790.14
Laguna Beach	24,589	7.8	\$ 1,781.80	0.86%	\$ 1,612.32	1.57%	\$ 3,394.12
Laguna Hills	32,875	6.6	\$ 2,382.23	1.15%	\$ 1,364.27	1.33%	\$ 3,746.50
Laguna Niguel	65,092	14.7	\$ 4,716.77	2.27%	\$ 3,038.60	2.97%	\$ 7,755.38
Laguna Woods	18,208	3.0	\$ 1,319.41	0.63%	\$ 620.12	0.61%	\$ 1,939.53
La Habra	61,188	7.3	\$ 4,433.88	2.13%	\$ 1,508.97	1.47%	\$ 5,942.84
Lake Forest	77,332	16.8	\$ 5,603.72	2.70%	\$ 3,472.69	3.39%	\$ 9,076.41
La Palma	15,954	2.0	\$ 1,156.08	0.56%	\$ 413.42	0.40%	\$ 1,569.49
Los Alamitos	11,817	4.3	\$ 856.30	0.41%	\$ 888.84	0.87%	\$ 1,745.14
Mission Viejo	98,943	17.4	\$ 7,169.73	3.45%	\$ 3,596.72	3.51%	\$ 10,766.44
Newport Beach	79,987	25.2	\$ 5,796.11	2.79%	\$ 5,206.97	5.08%	\$ 11,003.08
Orange	134,523	23.3	\$ 9,747.97	4.69%	\$ 4,816.29	4.70%	\$ 14,564.26
Placentia	49,097	6.6	\$ 3,557.73	1.71%	\$ 1,364.27	1.33%	\$ 4,922.00
Rancho Santa Margarita	48,810	13.1	\$ 3,536.93	1.70%	\$ 2,707.87	2.64%	\$ 6,244.80
San Clemente	60,701	17.2	\$ 4,398.59	2.12%	\$ 3,555.37	3.47%	\$ 7,953.96
San Juan Capistrano	35,215	14.1	\$ 2,551.79	1.23%	\$ 2,914.58	2.85%	\$ 5,466.37
Santa Ana	347,237	27.3	\$ 25,161.90	12.10%	\$ 5,643.12	5.51%	\$ 30,805.03
Seal Beach	24,921	10.7	\$ 1,805.86	0.87%	\$ 2,211.77	2.16%	\$ 4,017.63
Stanton	38,411	3.1	\$ 2,783.38	1.34%	\$ 640.79	0.63%	\$ 3,424.18
Tustin	69,754	11.0	\$ 5,054.60	2.43%	\$ 2,273.79	2.22%	\$ 7,328.38
Villa Park	6,206	2.1	\$ 449.71	0.22%	\$ 434.09	0.42%	
Westminster	90,643	10.2	\$ 6,568.28	3.16%		2.06%	\$ 8,676.70
Yorba Linda	62,678	19.9		2.18%		4.02%	
TOTALS	2,869,112	495.4		100.00%	\$ 102,400.98	100.00%	\$ 310,306.00

^{1 2003} Progress Report, Center for Demographic Research at Cal State Univ. Fullerton

² County of Orange Geomatics/Land Information Systems Boundary Unit